

Washington Transportation Plan Update

Planning Association of Washington Spring Conference

Richland Red Lion

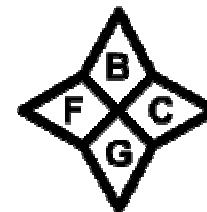
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Benton-Franklin Council of Governments

May 14, 2004



Regional Transportation Planning Organizations (RTPOs)

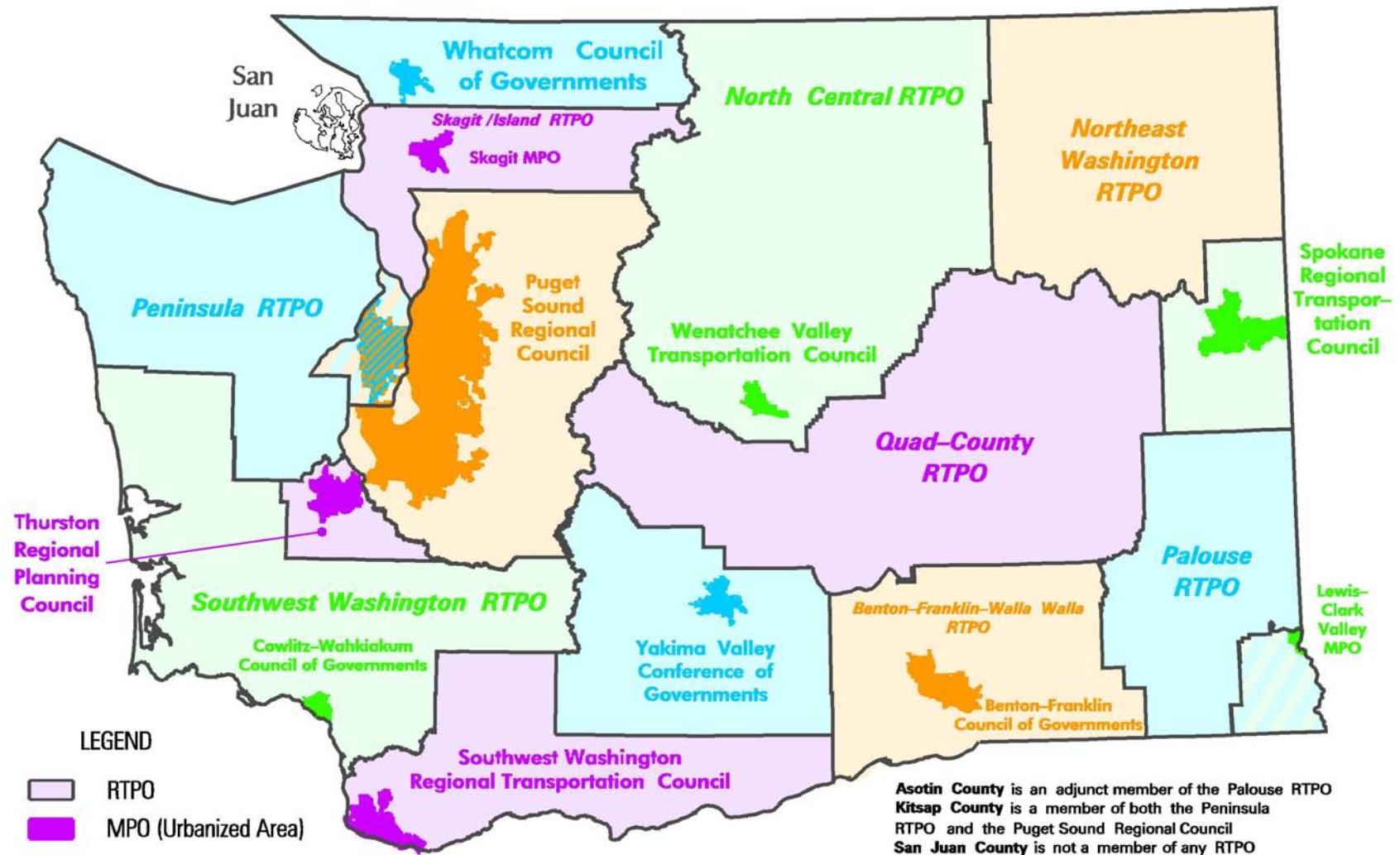
What are they?

Regional Transportation Planning Organizations (RTPO) are formed by voluntary associations of local governments within a county or within geographically contiguous counties. RTPO members may include cities, counties, WSDOT, tribes, ports, transportation service providers, and private employers.

Why were they created?

The 1990 Growth Management Act created RCW 47.80 to authorize RTPOs to ensure regional coordination of state and local transportation plans.

Regional and Metropolitan Transportation Planning Organizations



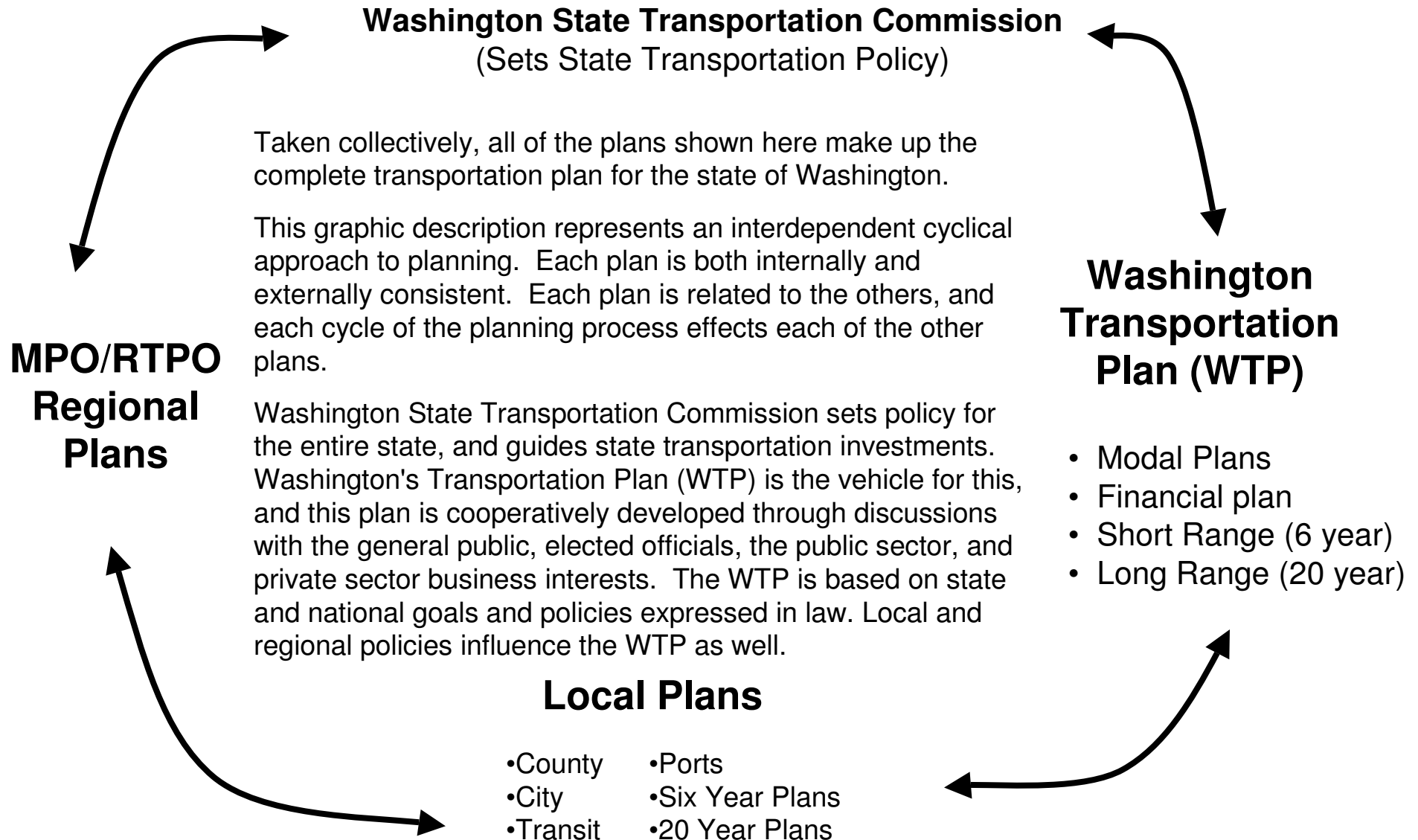
There are 14 RTPOs covering 38 of the 39 counties in Washington.

What is the Regional Transportation Planning Process?

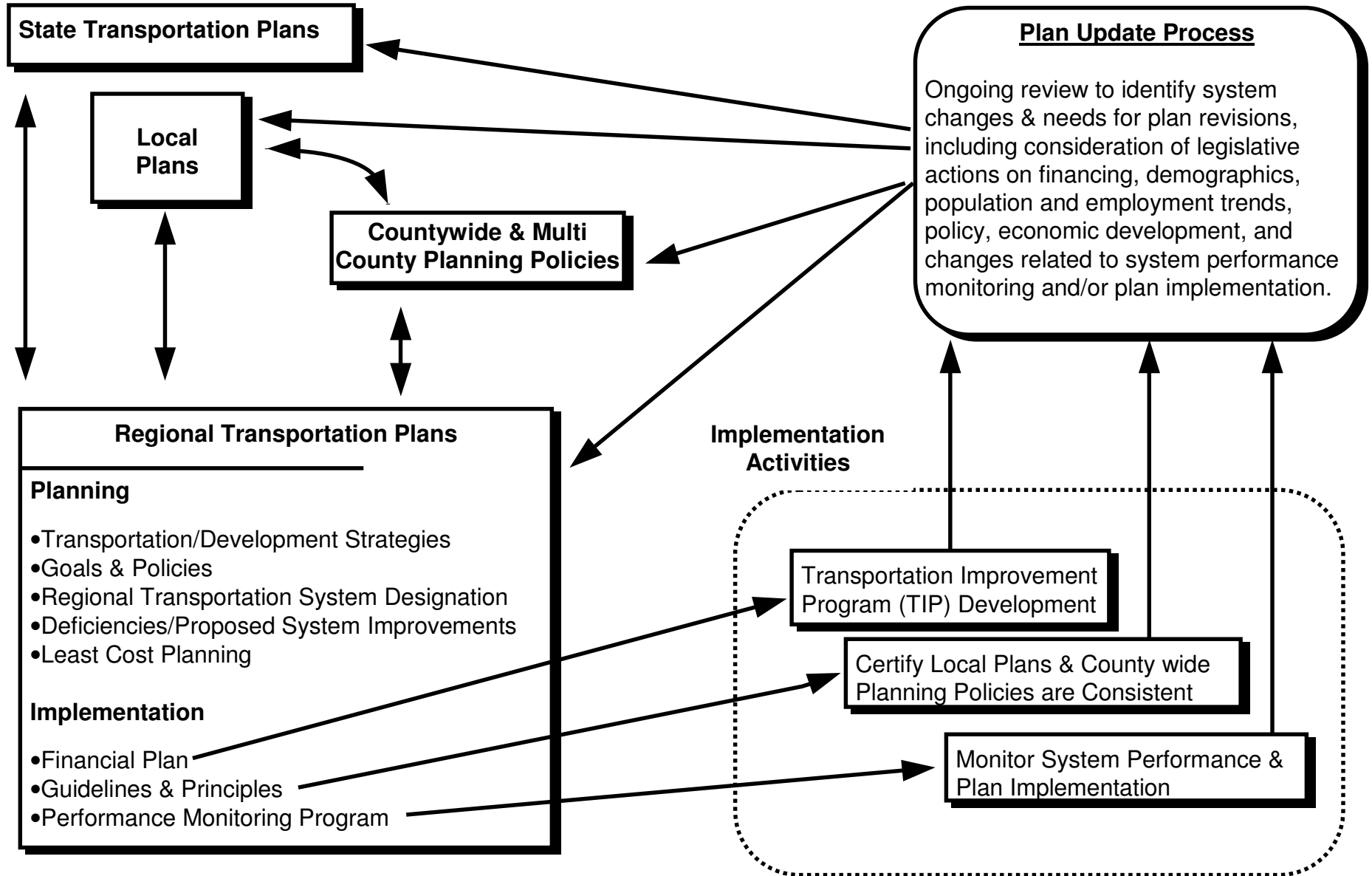
RTPO planning must involve cities, counties, WSDOT, transit agencies, ports, and private employers. Among other duties individual RTPOs may perform to serve their membership, RTPOs are required to:

- Prepare a Regional Transportation Plan
- Certify that countywide planning policies and transportation elements of local comprehensive plans are consistent with the Regional Transportation Plan
- Develop a six-year Regional Transportation Improvement Program

Transportation Plan Relationships



Components of the Regional Transportation Planning Process



Base Chronology of Transportation Planning Efforts in Washington State

| | Transportation Planning Environment | Example Documents & Plans |
|-----------------|--|--|
| 1960's | Interstate Era: Highway and Transit Expansion Plan | 1964 Puget Sound Regional Transportation Plan |
| 1970's | Freeway Revolt: <ul style="list-style-type: none"> • Removal of cross sound bridges from plan • Removed freeways from Central Puget Sound • Transit in Central Puget Sound voted down | 1975 Puget Sound Regional Transportation plan |
| 1977 | State DOT and Transportation Commission created and state transportation plan required. | 1980 State Transportation Plan, with 1981 and 1982 Updates |
| Mid 80's | Financial Bust: WSDOT eliminated planning – “maintain only” operation with a pessimistic view on revenue. | No Plan |
| 1987 | Commission and WSDOT restart planning – Strategic Issues and Policy | 1989 to 1993 State Transportation Policy Plans |
| 1993 | WSDOT begins system planning – First highway system plan published | 1993 State Highway Systems Plan |
| 1995 | First Multimodal Plan published - Each mode in its own silo | 1995 Washington's Transportation Plan |
| 2001 | Multimodal Approach: <ul style="list-style-type: none"> • Multimodal goals and objectives • Focused on objectives, not modes • No financial constraints | 2001 Washington's Transportation Plan |

What are the legal requirements?

Federal Surface Transportation Act (TEA-21)

- Each state must prepare a transportation plan and program providing for development, management, and operation of systems and facilities considering all modes of transportation.
- Plan must be based on at least a 20-year forecast period and may include a financial plan.
- The plan shall be continually evaluated and periodically updated as appropriate.

Section 135 of title 23 of the U.S. Code

State Law

- WSDOT must prepare a “comprehensive and balanced statewide transportation plan” every two years based on legislative policies and applicable state and federal laws.

RCW 47.01.071

- The Commission must develop a state transportation policy plan that establishes a vision and goals for the transportation system consistent with the state's growth management goals; identifies significant transportation policy issues; and recommends statewide transportation policies to the Legislature.

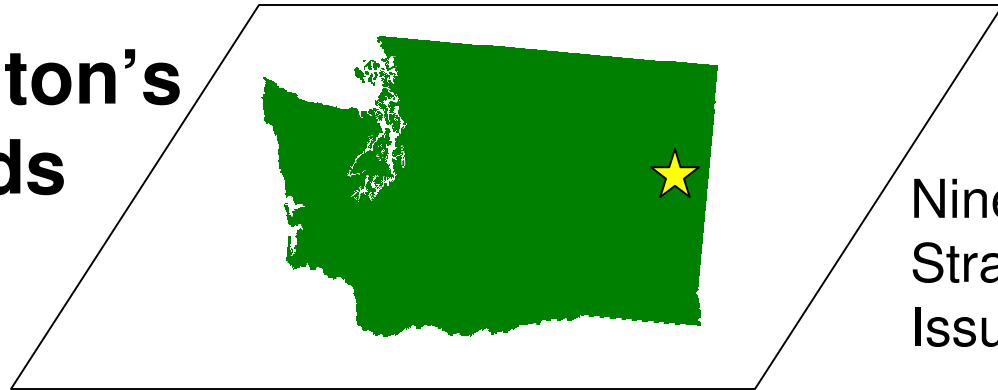
RCW 47.06.030

What are the stipulated goals of the plan?

How clear is the overall guidance?

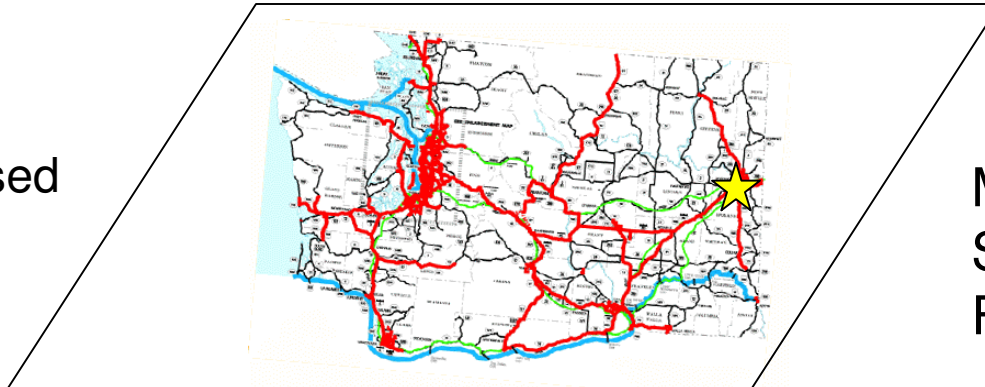
| Federal Planning Factors (23USC135) | State Planning Emphasis Areas (RCW 47.06) | Required Modal Plans (RCW 47.06) |
|--|---|---|
| <ul style="list-style-type: none"> ▪ Support the economic vitality of the United States, the States, and metropolitan areas, especially by enabling global competitiveness, productivity, and efficiency. ▪ Increase the safety and security of the transportation system for motorized and non-motorized users. ▪ Increase the accessibility and mobility options available to people and for freight. ▪ Protect and enhance the environment, promote energy conservation, and improve quality of life. ▪ Enhance the integration and connectivity of the transportation system, across and between modes throughout the State, for people and freight. ▪ Promote efficient system management and operation. ▪ Emphasize the preservation of the existing transportation system. | <ul style="list-style-type: none"> ▪ Relief of congestion. ▪ Preservation of existing investments. ▪ Preservation of downtowns. ▪ Ability to attract or accommodate planned population and employment growth. ▪ Improvement of traveler safety. ▪ Efficient movement of freight and goods. ▪ Improvement and integration of all transportation modes to create a seamless intermodal transportation system for people and goods. | <p><u>State-owned</u></p> <ul style="list-style-type: none"> ▪ Highways ▪ Ferries <p><u>State Interest</u></p> <ul style="list-style-type: none"> ▪ Aviation ▪ Public Transportation ▪ Freight Rail ▪ Intercity Passenger Rail ▪ Bicycle & Pedestrian ▪ Marine Ports & Navigation |

Looking at Washington's Transportation Needs From Different Perspectives

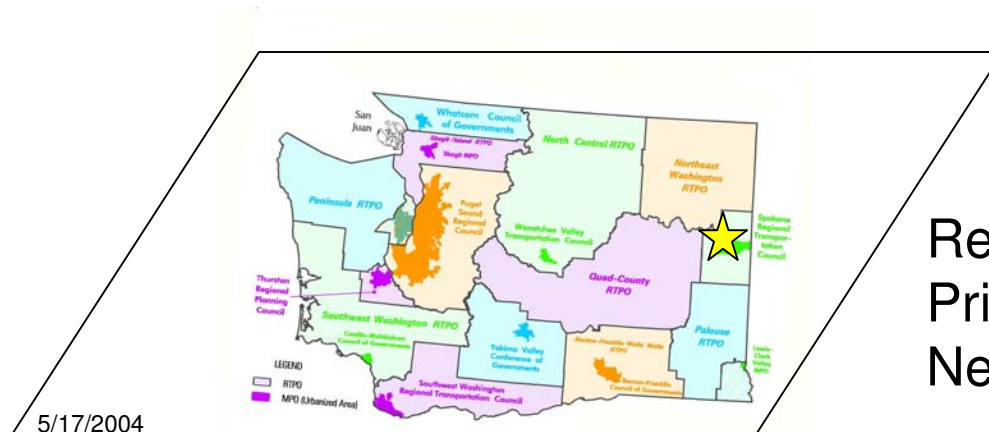


Nine Strategic Issues

- Issue Based
- Modal Based
- Regional Based



Modal Systems and Facilities



Regional Priorities and Needs

★ = A transportation project that is a high priority for the region, a modal specific need, and addresses one or more key strategic issues.

Strategic Issues for this Update

- System Preservation
- System Efficiencies
- Safety
- Transportation Access
- Bottlenecks & Chokepoints
- Strong Economy & Good Jobs
- Moving Freight
- Building Future Visions
- Health & the Environment

Aspirations for the 2005 Plan Update

- Data driven, analytically grounded and organized by major Issue areas.
- Program and investment proposals advanced for the state for each major issue area.
- Investment and programs proposals prioritized into high, medium, and low priority categories.
- Scale of proposed investment constrained by financial realities.

What we're hearing...

"The WTP should be a collection of information and data from which decision makers can make choices."

"DOT's analytic capability must be strengthened so that we have better information on which to take the long view... The key word everyone has to keep in mind is prioritization..."

"We must prioritize and make choices. The debate is not about how to keep doing just about what we are already doing. It's about how to choose to spend the money we have on what we really want."

How is the process taking shape?

Phase 1: Data and Approach Development

- Build statewide transportation “data library”.
- Analyze statewide trends and system conditions.
- Identify key issues and choices.
- Share the learning and analysis with others.

Phase 2: Developing the Plan Update

- Commission guides tentative judgments on scale and direction of investment programs.
- WSDOT works with RTPOs and others to develop proposals for investment plans and funding scenarios.
- Commission matches priorities to funding scenarios
- Commission adopts the plan.

WTP Data Library

A centralized body of information and resources that can support decision-making.

Four categories of information:

- Population
- Economy
- Transportation Facilities and Systems
- Use of Transportation Facilities and Systems

A few sample pages follow...

The Washington Transportation Plan Data Library

The State's Population

- ## R Summary: Transportation Implications of Washington's Demographic Trends

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TRANSPORTATION PLAN

[WTP Home](#) > [Data Library](#)

The Washington Transportation Plan Data Library

Information about the state's population, its economy, and the conditions and uses of its transportation systems and facilities are essential for the preparation of the WTP update and are matters of great interest to those who will contribute to and use the plan.

The Data Library has begun to capture and present this information. It will continue to grow. The picture it presents also can be shaped and refined by others' questions and suggestions – including suggestions for additional material that the Data Library should include.

Here are some of the topics on which the Data Library already contains information. This listing will change from time to time as more information is added. For questions and comments on the WTP Data Library, email or call Seth Stark, starks@wsdot.wa.gov or 360-705-7960.

Jump ahead to:

- o [Population](#)
- o [Economy](#)
- o [Transportation Facilities and Systems](#)
- o [Use of Transportation Facilities and Systems](#)

The State's Population

- ✓ [Washington State's Population Growth: 1980 to 2003 and 2004 to 2030](#)
- ✓ [Population Growth in Relation to the Counties](#)
- ✓ [Population Growth in Relation to the State's Metropolitan Statistical Areas](#)
- ✓ [Population Growth: How Much from "Natural Increase"? How Much from Net In-Migration?](#)
- R [Urban Growth Boundaries & Building Permits](#)
- ★ [Licensed Drivers: How many? What Percent of Total Age-Eligible Population?](#)
- ★ [The Changing Age Mix of the Population](#)
- [The Changing Socio-Economic Mix of the Population](#)
- R [Educational Achievement Distribution of Population](#)
- R [Summary: Transportation Implications of Washington's Demographic Trends](#)

5/17/2004

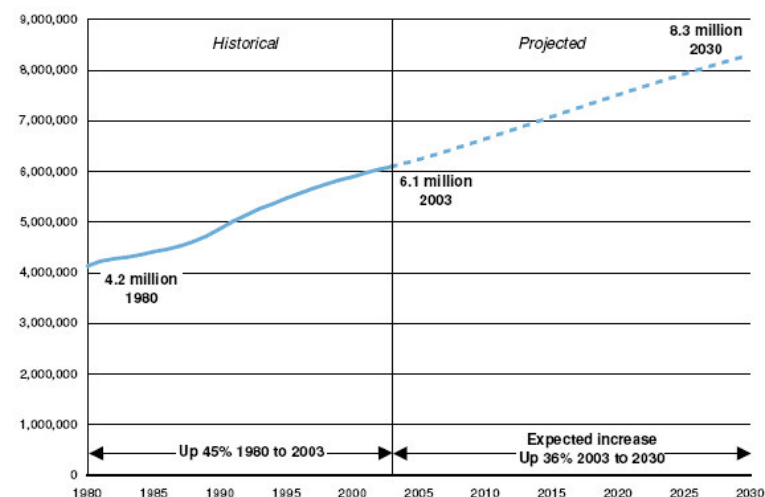
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[WTP Home](#) > [Data Library](#) > The State's Population

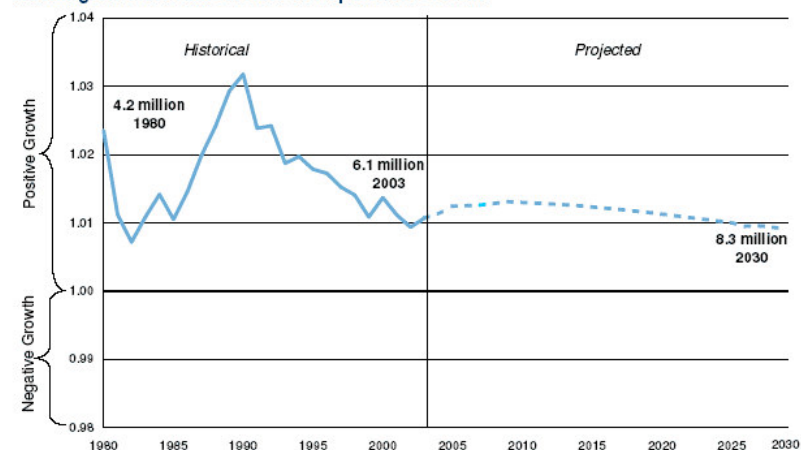
Washington State's Population Growth

Washington's population grew from 4.2 million in 1980 to 6.1 million in 2003 (average annual growth rate of 1.01%) and is expected to reach 8.3 million by 2030 (projected average annual growth rate of 1.01%).

Washington State Total Population



Washington State Annual Rate of Population Growth



For comparison, the U.S. annual population growth rate from 1980 to 2003 was 1.01% and is projected to continue that annual population growth rate through to 2030.

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- [Use of Transportation Facilities and Systems](#)

Use of Transportation Facilities and Systems in the State

PERSONAL TRAVEL

- [Commute Trends](#)
- R [Statewide Commute to Work](#)
- R [Puget Sound Commute to Work](#)

ROADWAYS

- ★ [Vehicle Miles Traveled](#)
- ★ [Vehicle Registration](#)
- [Safety Rest Areas](#)
- R [Weigh Station Use](#)

FERRIES

- ★ [Ferry Ridership](#)

TRANSIT

- ★ [Urban Fixed Route Ridership](#)
- ★ [Rural Transit Ridership](#)

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TRANSPORTATION PLAN

[WTP Home](#) > [Data Library](#) > Use of Transportation Facilities and Systems in the State

Vehicle Miles Traveled

Vehicle Miles Traveled by Licensed Drivers in Washington State has increased since 1980 and is expected to continue to increase in the future.

Total Vehicle Miles Traveled 1980 - 2030 (projected)

(Miles in billions)

| Year | Vehicle Miles Traveled (billions) |
|------------------|-----------------------------------|
| 1980 | 29.0 |
| 2003 | 55.3 |
| 2030 (projected) | 80.7 |

In General, vehicle miles of travel by licensed drivers has seen an increase of 16% since 1980 to the present. Future increases are slightly less (10%) looking ahead from 2003 to 2030. This projected slowing is primarily due to population projections and to a lesser degree, the influence of other economic variables.

Vehicle Miles Traveled per Licensed Driver

From 1980 to 2003 there has been a 16% increase in vehicle miles traveled per licensed driver.

An 8% increase is projected between 2003 and 2015.

Source: WSDOT Economics Division

What is the outreach program?

RTPO Outreach

- Briefing by Secretary MacDonald at quarterly meeting with all MPOs and RTPOs.
- WSDOT Modal Directors one on one meetings with each RTPO.
- WSDOT WTP briefings at RTPO policy or technical committees by WSDOT regional staff.
- Joint process for developing investment plan.

Document and Information Sharing

- The WTP web page.
- Creating web based documents accessible by everyone.
- Creating an on-line data library to share WTP data.
- Publishing and distributing folios describing WTP progress.

Special Outreach Meetings

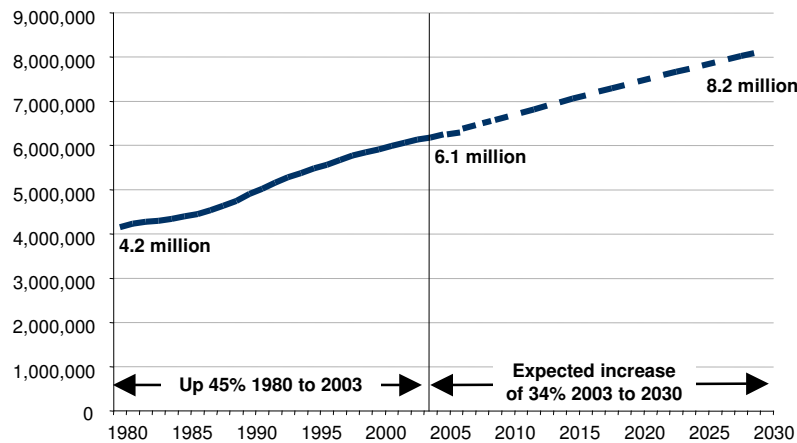
- Legislator and legislative committee staff conversations
- Tribal Transportation Planning Organization
- Washington Public Ports Planning Group
- Freight Customer Interviews
- Safety Conscious Planning Workshop
- Freight Workshop with FMSIB
- Congestion Relief Study in Puget Sound, Vancouver and Spokane
- Local roadways group
- Other Events

Late Summer “Milestone” Event

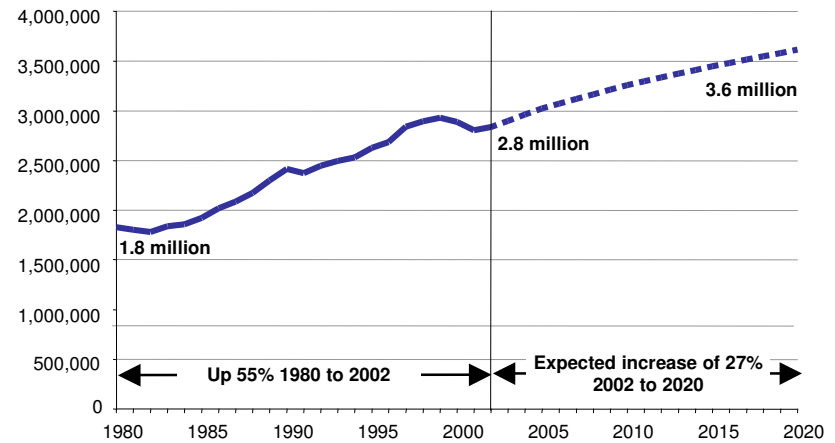
- Scheduled for September 21, 2004
- Hosted by Transportation Commission
- Opportunity to share what we’ve learned, to discuss approaches, and solicit views.

Demand is up...

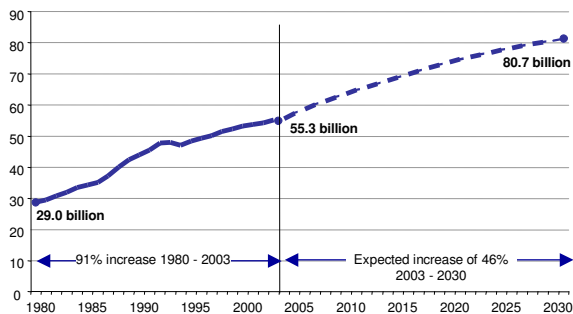
Population Will Continue to Grow



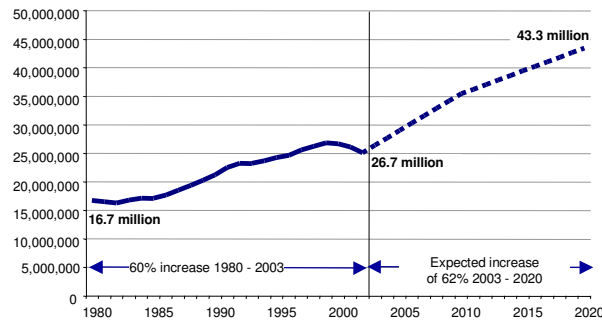
Employment Will Continue to Grow



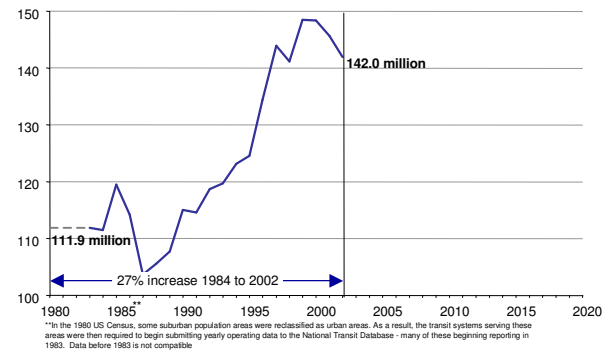
Vehicle Miles Traveled Will Continue to Grow (Miles in billions)



Ferry Ridership Will Continue to Grow

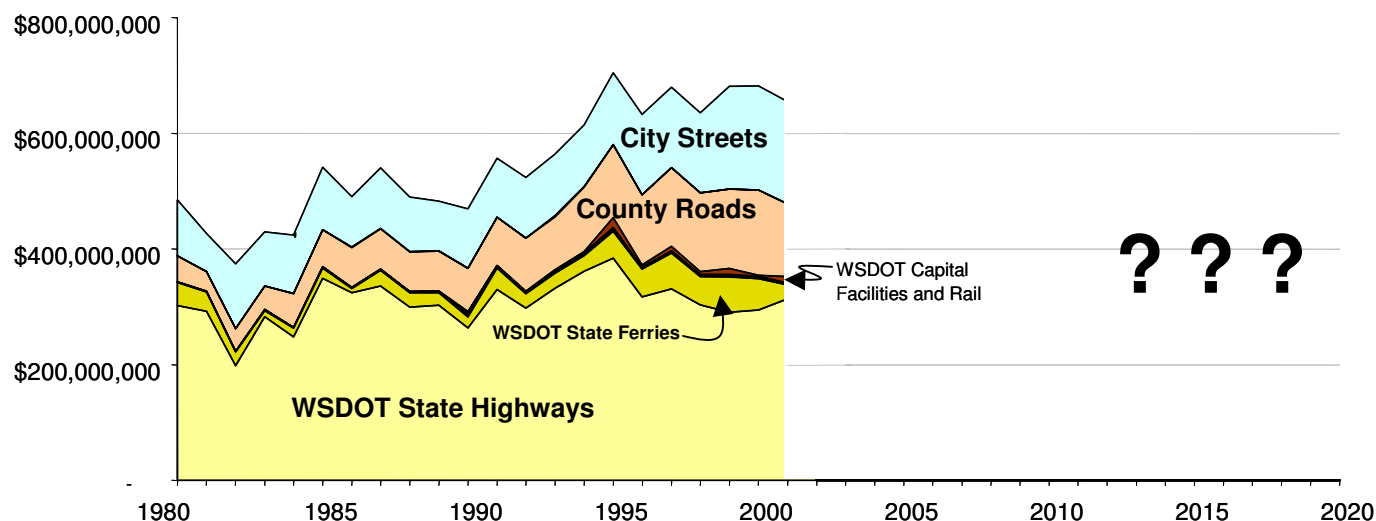


Transit Ridership Will Continue to Grow (Fixed Urban Passenger Trips displayed)

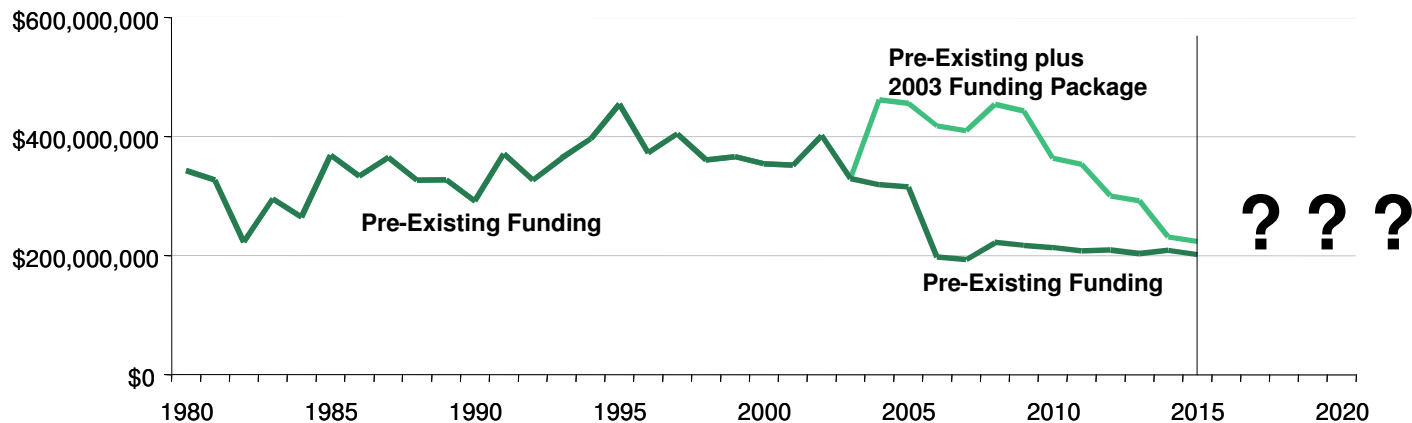


Funding: Down or flat...more or less....???

Transportation Capital Investment by WSDOT, Counties, & Cities
1980 – 2001 - projections to 2020 (1980 dollars)



**Over the Next Decade WSDOT Funding is Declining
Even With the Last Funding Package
(in 1980 constant dollars)**

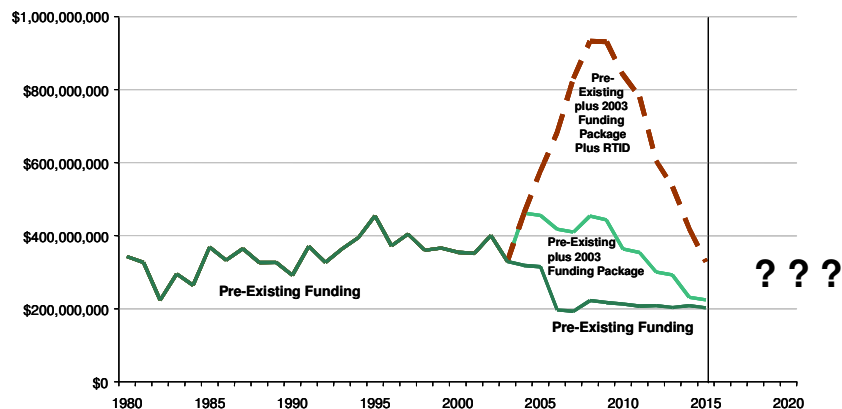


The new games in town for funding are:

RTID:

- If passed, could increase capital investments by \$10+ billion in King, Pierce and Snohomish counties.

Overall Level of Capital Investment Continues to Depend on the RTID
(in 1980 constant dollars)



Initiative 864:

25% Property Tax Initiative

- If passed, could result in a statewide reduction of \$426m per year (based on 2004).
- Of this reduction, \$112m counties current expense, \$76m county roads, \$131m cities. Compounds losses already experienced by I-695, I-776 and I-747

Initiative 883:

“Reduce Traffic Congestion” Plan

- Declares road construction to reduce traffic congestion the top priority of the transportation system.
- Revenue from three existing taxes are redirected to a new account: for congestion relief. The new account would capture 2.8¢ of existing gas tax, 20% of existing gross weight fees, and about one third of existing tax on vehicle sales tax which equals about \$330 million currently going to the State General Fund.
- Funding criteria to rate and choose state and arterial transportation projects by congestion relief rating ranking..
- HOV lanes are opened at off-peak hours and are re-evaluated.

Additional State Revenue:

?

What are we hearing about funding issues from the cities and counties and transit systems?

- County road levies and the current share of the gas tax cannot meet current funding needs.
- Most rural counties do not have an adequate tax base to fund general government needs let alone local transportation improvements.
- Local options cannot generate enough funds to provide for construction maintenance and preservation programs.
- Recent statewide initiatives have repealed local transportation funding tools.
- For transit, the state provides less than 2% of their total funding.
- Capital needs of transit systems vary depending on size and location, but are most acute in urban areas.
- Most critical for transit is augmenting funding for operations.
- In some areas of the state, the sales tax imposed by transit will not grow by enough to support funding for current operations.

The system is aging and deteriorating...

These problems are best recognized by the public as:

- Alaskan Way Viaduct
- SR 520 (Evergreen Point Floating Bridge)
- Interstate Pavements

On inspection, this is the problem of “preservation” investment. It is statewide and multimodal. It affects bridges, pavement and other facilities that the public assumes it can “take for granted”.

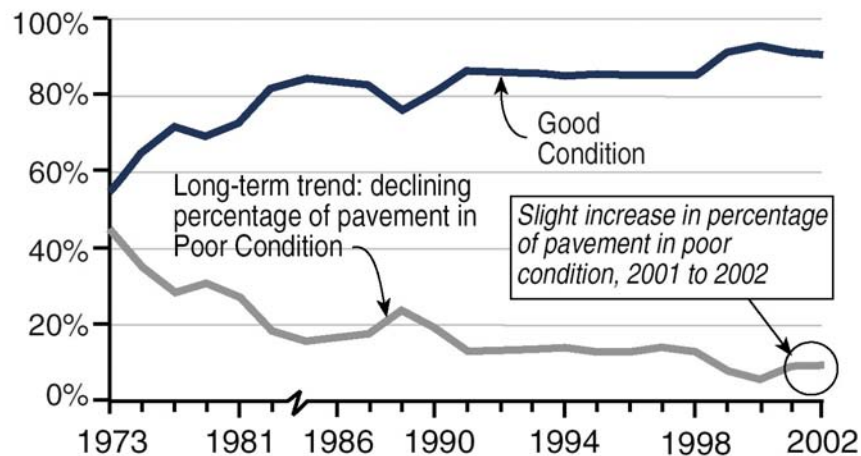
But preservation cannot be taken for granted and needs to be funded.

The system is aging and deteriorating...

Even though *asphalt pavement* conditions are improving, **concrete pavement** conditions on the state's most important highways are in decline and will be expensive and inconvenient to fix.

Pavement Condition Trends

Percent of Pavements



Source: WSDOT Materials Lab.

2004 Concrete Lane Miles*

| Current Age (Construction or Reconstruction) | Total Lane Miles | Lane Miles Rehabilitated to Date by Dowel Bar Retrofit |
|--|------------------------|--|
| 0-10 | 147.1 | 0.0 |
| 11-20 | 274.0 | 0.0 |
| 21-30 | 566.8 | 35.0 |
| 31-40 | 642.0 | 322.4 |
| 41-50 | 279.1 | 58.1 |
| 51-60 | 5.0 | 0.2 |
| 61 or more | 66.1 | 0.0 |
| Total | 1980.0 | 415.7 |

* Does not include 321 lane miles of bridge sections and 112 lane miles of ramps.

The system is aging and deteriorating

Bridges are getting older.

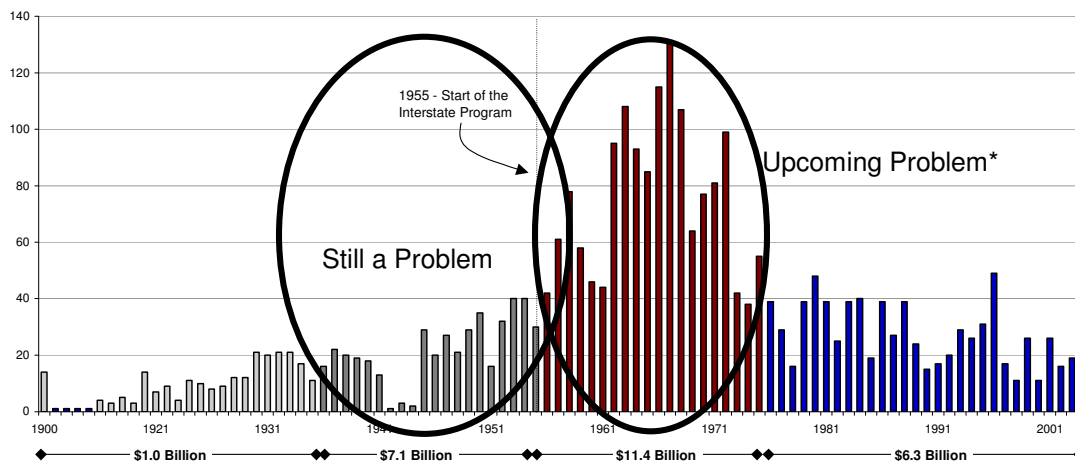
- In the next 20 years, much of the bridge inventory will reach the age of 50 or more years.
- As more of our bridge inventory reaches the age of 50, investment needs for bridge rehabilitation will continue to rise sharply with the most pressing needs being to replace the oldest structures in the system.

Ferry system assets are getting older.

- Just as with bridges the time is coming when expensive investments in ferry terminals and vessels will need to be made.
- Of our 28 ferry boats, 21 are more than 20 years old and six are 50 years or older.

| Class | Name | Year Constructed | Age |
|-----------------|-----------------|------------------|-----|
| Jumbo Mark II | Tacoma | 1997 | 7 |
| | Wenatchee | 1998 | 6 |
| | Puyallup | 1998 | 6 |
| Jumbo | Spokane | 1972 | 32 |
| | Walla Walla | 1972 | 32 |
| Super | Hyak | 1967 | 37 |
| | Kaleetan | 1967 | 37 |
| | Yakima | 1967 | 37 |
| | Elwah | 1967 | 37 |
| Issaquah 130 | Issaquah | 1979 | 25 |
| | Kitsap | 1980 | 24 |
| | Kittitas | 1980 | 24 |
| | Cathlamet | 1981 | 23 |
| | Chelan | 1981 | 23 |
| Issaquah | Sealth | 1982 | 22 |
| Evergreen State | Evergreen State | 1954 | 50 |
| | Klahowya | 1958 | 46 |
| | Tillikum | 1959 | 45 |
| Steel Electric | Quinalt | 1927 | 77 |
| | Illahee | 1927 | 77 |
| | Nisqually | 1927 | 77 |
| | Klickitat | 1927 | 77 |
| Miscellaneous | Rhododendron | 1947 | 57 |
| | Hiyu | 1967 | 37 |
| Passenger-Only | Skagit | 1989 | 15 |
| | Kalama | 1989 | 15 |
| Chinook | Chinook | 1998 | 6 |
| | Snohomish | 1999 | 6 |

Bridge Inventory by Age and Replacement Costs
2004 dollars



*May last longer than assumed life of 50 years

5/17/2004

The system is aging and deteriorating...

Concrete pavement rehabilitation and bridge replacement are not the only preservation items in need of new investment funding.

- **Chip Seal roadways** on freight and goods transportation system routes that carry trucks and freight tonnage in excess of the roadway structures load carry capacity.
- **Rest Area buildings** which have reached the end of their economic life (i.e. renovation costs often exceed replacement costs).
- **Major Electrical features** are either aging or reaching the point where replacement parts are difficult to purchase and the systems have become obsolete.

Modernization of Narrow Bridges

New Program for Consideration

What would qualify a bridge for the new program?

- Two-lane bridges with a roadway width equal to or less than 24 feet.
- Most built prior to 1950.
- No funding currently available.
- Replacement costs include realignment of approach roadway to ensure adequate stopping distance.

| Two-Lane Narrow Bridges on the State Highway System | | |
|---|--------|------------------|
| | number | cost to replace* |
| On Highways of Statewide Significance (HSS) | 99 | \$557 million |
| Other State Highways (non-HSS) | 132 | \$832 million |

*includes roadway approach

So how should we approach the problem of making choices and setting priorities?

Capital investment in preservation and current investment in maintenance and operations are paramount issues.

Also:

- Targeted safety investments that provide the highest benefit will also need to be made.
- There are many other potential priorities in the area of rural roads and freight mobility - to name a few.
- The ability to address “New Capacity” for congestion relief will be an issue.

The Discussion Involves:

- Even with RTID, more will be needed from the state for the Alaskan Way Viaduct, SR 520 (Evergreen Point Floating Bridge), interstate pavements, and other preservation needs.
- Maintenance and other operating and capital programs were not augmented by Transportation 2003 Funding Package. Safety programs need more funding.
- Only the very worthiest “new works” (i.e., capacity enhancement) projects can be funded at the likely levels of future investment capacity. How should they be prioritized?
- The 18th Amendment will continue to present a roadblock to multimodal funding – other sources besides the gas tax and vehicle fees will need to be tapped.
- Increased state funding will need to be shared with cities, counties and transit.
- Equity amongst areas of the state will continue to be an issue: the “donor areas” are very restless.

Transportation Issues Statewide Vary

- Regional Transportation Issues
- Eastern Washington Issues
- Benton-Franklin-Walla Walla Issues

What are the Transportation Issues Facing Your Community?

- How are they similar to other communities?
- How are they unique?
- How do they connect to the nine Strategic Issues for the WTP Update?
- What are your ideas where revenue should be invested?
- What sources of funding seem appropriate?
- What specific projects have been identified by your community?

Questions and Answers